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ABSTRACT

The training manual of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) is intended for personnel involved with Youth Service Bureaus and other diversion projects which provide direct services to delinquent or predelinquent youths with the hope of preventing initial or further involvement with the juvenile justice system. Section I, "Orientation and Overview," describes objectives of the OJJDP and local project organization and objectives. Section II is on the diversion orientation curriculum and describes five modules: rationales for diversion, guidelines for diversion, components of diversion projects, evaluation of diversion projects, and the local diversion project. Each module outlines concepts and training tasks and suggests available training resources. Section III is on designing an orientation program and includes subsections on such aspects as assessment of needs, management style and training, multiple media, preparation of training agendas, assessment and evaluation activities, and a sample 2 day diversion orientation agenda. (DB)

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DIVERSION OF YOUTH FROM THE JUVENILE JUSTICE SYSTEM: Project Orientation Training Manual



National Office
for Social Responsibility

1978

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Previous work of Thomas E. Bird of CAR deserves special mention. The sections in the curriculum on "Components of Diversion Programs" are based on analyses and elaborations of "A Catalog of Technical Chores for Diversion" which was prepared by Mr. Bird under contract with LEAA.

Special thanks to Karlyn Carroll for preparing this publication.

Written by NOSR Personnel:

Keith Boggs

PREFACE

The initial task of program planning and development is crucial to any diversion project. Slippage at the beginning may sabotage or inhibit subsequent steps of implementation. Diversion projects are complex undertakings and are particularly vulnerable to public and institutional assaults. They can afford no less than the very earliest possible initiation of effective and efficient management.

Orientation is one tool available to managers which facilitates rapid establishment of formal and informal organizational structures, and which supports all the elements necessary to accomplish the project's goals and objectives. No single training design could possibly meet all the diverse needs of different projects in different places, but inherent in the goals of diversion itself are central themes and issues which commonly impact on all projects in like fashion. In this manual, we have tried to present a training methodology which will help design orientation programs so that they will be firmly grounded in the best available empirical and theoretical knowledge while at the same time be appropriately adapted to local needs.

We have tried to present the material in a way that will reduce the need for external assistance in planning and performing diversion orientation programs. However, in most cases, some supplemental assistance will still be needed.

The National Office for Social Responsibility will be responsive to inquiries and, with direction from the LEAA Office of Juvenile Justice and Delinquency Prevention, will seek to give whatever aid will be useful.

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DIVERSION: ORIENTATION AND OVERVIEW

Founded on the best contemporary theoretical and empirical knowledge available, the Office of Juvenile Justice and Delinquency Prevention has promulgated guidelines for diversion of delinquent youth from the juvenile justice system. To execute a youth diversion project most effectively, the staff must share a clear understanding of those guidelines, their rationale, and how they are operationalized in the design of the project they will implement. The purpose of this manual is to stimulate and facilitate development of staff orientation programs.

This manual describes a core of information that ought to be shared among the staff of diversion projects. Since the staff of different projects bring diverse expertise to the task and each locality provides unique training resources, both the content that needs to be emphasized and the manner in which it may best be delivered will vary from place to place. This manual is intended to help design and implement training programs tailored to the needs and capabilities of individual projects -- yet still accountable to some common desired results.

Diversion Orientation Goal

The goal of this staff orientation is quickly to BUILD AN ORGANIZATION WITH HIGH SPIRIT AND MORALE COMMITTED TO ACHIEVING THE OJJD's AND THE PROJECT'S DIVERSION OBJECTIVES.

Spirit and Morale

It can be established that the morale of a group is directly related to the impermeability of its boundaries. Morale may be defined as "THE CAPABILITY OF PERSISTENCE IN THE COURSE OF AN ACTION IN THE ABSENCE OF ANY OBJECTIVE EXTERNAL ENCOURAGEMENT WHICH WOULD SUGGEST THAT SUCCESS IS POSSIBLE."*

Practitioners in the field of delinquency are especially susceptible to demoralization occasioned by the difficulty of the goals they seek to achieve. It is therefore helpful for them to gain a feeling of being special. By giving them possession of a special body of knowledge common to the group, orientation can establish this basis for group morale. It credentializes them.

Developing Normative Organization

The goal of this staff orientation relates more to the development and expression of group norms than individual attitude change. Diversion projects are based conceptually on certain hypotheses about the effects of the juvenile justice process and services which remediate youths' involvement in delinquency. Empirical evidence regarding these hypotheses is scanty and inconsistent. Thus, there is plenty of room for legitimate differences of opinion about whether they are right or wrong. There is, however, much less ambiguity about the fact that diversion projects are based upon them. Orientation should facilitate translation of these assumptions into the norms by which the project will operate, if only for purposes of investigation of their credibility. This means that ORIENTATION SHOULD BE A PARTICIPATORY GROUP PROCESS IN ORGANIZATION-BUILDING; thus, it should not be heavily involved in convincing recalcitrant participants that the perspectives must be bought into without reservation, but rather should establish among them a clear consensus about the "rules of the game" by which the project will operate.

* As defined by Professor Howard Higman

Structural Organization Clarification of staff roles and management procedures and establishment of clear understandings among all staff members that their efforts are evaluated according to their contribution to achievement of common objectives can avoid alienation and enhance the organization's efficiency and effectiveness.

OJJDP's and the Project's Objectives

Orientation is a management tool. This manual promulgates OJJDP's purpose of stimulating ENDURING INSTITUTIONAL CHANGES THAT REDUCE THE FURTHER PENETRATION OF YOUTHS INTO THE JUVENILE JUSTICE SYSTEM AND PROVIDE THEM WITH APPROPRIATE ALTERNATIVE SERVICES. And, it adapts itself to the local project's management's articulation of this purpose into locally relevant and actionable, measurable objectives.

Diversion Orientation Objectives

Diversion orientation objectives are generic. They encompass EFFECTIVELY COMMUNICATING THE OJJDP GUIDELINES FOR DIVERSION of delinquent youth, their rationales and purposes to the project's staff; and, FACILITATING INITIATION OF THE BEST MANAGEMENT PROCESS POSSIBLE in accordance with the guidelines, the project's objectives, and local management's style.

Measurable Orientation Objectives

Planning and delivery of orientation to any individual diversion project's staff proceeds first, by determination of needs; second, by statement of measurable objectives; third, by design of actionable training plans; and fourth by evaluation of progress and outcomes of orientation programs. These activities are so intertwined that their individual adequate performances are utterly interdependent and

iterative. It is somewhat arbitrary, therefore, that we have selected to address the process of formulating measurable objectives initially. We proceed with the caveat that this process can be fully understood only in its relation to the other steps explained later.

Specification of the generic diversion orientation objectives into measurable objectives adapts itself to individual projects needs. A typology of terms defining what is meant by "effectively communicating" and "initiating the best management process" provides the basis for adaptation.

Typology of Measurable Objectives

A. Behavior of Persons

1. Cognitive Domain

- a. a person can RECOGNIZE content
- b. a person can RECITE content from memory
- c. a person can accurately TRANSLATE content into other useful language
- d. a person can APPLY content through analysis, evaluation, and synthesis.

2. Affective Domain

- a. a person ATTENDS to the content
- b. a person RESPONDS to the content
- c. a person PREFERS the content.

B. Group and Organizational Behavior

1. group members SHARE expectations and purposes
2. the organization ARTICULATES policies and regulations
3. the organization IMPLEMENTS practices

Possible
Exemplary
Objectives

Elaboration of the typology incorporates the specific content of the orientation. Statements such as "each of the staff will accurately apply each of the seven main points of OJJDP's diversion guidelines in an evaluation of strengths and weaknesses of their own project's design and objectives" and "the management approach articulated by the Director will be implemented in a review of the project's revised workplan" are complete measurable objectives. The combination of various specific elements of content and relevant terms of the typology create the possibility of a great number and variety of such objectives.

Later on, a sample agenda for a diversion orientation program is presented. It may not be entirely appropriate to the needs of any real individual project. It, however, is based on what we think is one possible set of exemplary objectives. By the end of that session:

- Each person will recognize the main historical precedents of OJJDP/LEAA's diversion initiative;
- Each person will accurately translate the main arguments for diversion into locally useful language;
- Each person will apply OJJDP's goals for diversion in an analysis of the project's objectives;

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- The project will implement a review of the project's plan assuring each of OJJDP's goals are reflected in its objectives;
- Each person will recite the essential parts of the main components of diversion programs from memory;
- The project will implement a review of the project's design and plan, assuring all of the activities needing to be addressed by each program component are reflected in their planning;
- Each person will recognize the main ideas included in evaluation of diversion programs impact on youth, apply the main ideas included in evaluation of impact on the juvenile justice system through analysis, and recite the main parts of process evaluation of diversion programs;
- Each person will apply general administrative and personnel policies and regulations articulated by the project.
- The group will share expectations about roles.
- The project will implement management's planning and management procedures.
- Finally, each person will attend and respond to all the content.

Organization of the Manual

The next section describes the main content elements inherent in the statements of goal and objectives for diversion orientation and identifies available appropriate training resources. The third section gives practical instructions about preparing specific orientation program plans and agendas and presents a sample agenda for a two-day orientation conference.

DIVERSION ORIENTATION CURRICULUM

This curriculum describes a core of information that ought to be shared among the staff of diversion projects. Since the staff of different projects bring different expertise to the task, the parts of this content that need to be emphasized in orientation programs vary from place to place. In the end, however, either from prior knowledge, orientation, or some other educational process, all the information ought to be possessed by all the staff.

The curriculum is organized in a series of five modules. Though the modules are inter-dependent, each is also an integral whole addressed by itself in its entirety by a single available training resource. We do not want to imply that orientation programs ought to be delivered using just these sources, however. In the next chapter, we address the subject of establishing synergy in a training program. For now, it suffices to say that following the delineation of information in each module, a variety of relevant training resources are listed to encourage multiple usages. For elaboration, training materials thoroughly covering the content of each module are included in the companion volume, Diversion Project Orientation: Resource Handbook.

The five core modules are:

- Module I: Rationales for Diversion;
- Module II: Guidelines for Diversion;
- Module III: Components of Diversion Projects;

- Module IV: Evaluation of Diversion Projects; and
- Module V: The Local Diversion Project.

Module I: Rationales for Diversion

The OJJDP's national initiative to divert delinquent youth from the juvenile justice system represents a highly significant undertaking with enormous implications if it is successful. A historical trend has led to this programmatic thrust and the arguments supporting it rest on assumptions that need to be clearly understood.

The Main Historical Precedents

The advent of the Juvenile Court in Illinois in 1899 to assume an in locus parentis role over wayward youth began a process through which independent juvenile justice systems were established all across the country.

In 1967, the President's Crime Commission recommended the establishment of community-based Youth Service Bureaus to provide services outside the juvenile justice system to youth in trouble.

In 1969, Congress passed the Juvenile Delinquency Prevention and Control Act. Under its administration by the Youth Development and Delinquency Prevention Administration in HEW, national diversion objectives were established.

Diversion of youth from the juvenile justice system also was endorsed by the Law Enforcement Assistance Administration's Commission on Standards and Goals in 1973.

In 1974, the Juvenile Justice and Delinquency Prevention Act was passed which mandated the OJJDP to place special emphasis on the development and implemen-

tation of effective means to divert juveniles from the traditional juvenile justice and correctional system.

Recently, a survey of 140 federally funded Youth Service Bureaus estimated that in a year, 50,000 youth who were in immediate jeopardy of the juvenile justice system were diverted to Youth Service Bureaus where they received some type of direct service.

The Main Arguments for Diversion

Increasing juvenile delinquency rates are overloading the juvenile courts. In the last ten years, the rates have more than doubled.

The juvenile courts are called upon to deal with complex social and behavioral problems for which they are ill equipped.

The increasing juvenile delinquency rates and the high rates of recidivism can be interpreted as the results of the failure of the juvenile justice system.

Labeling theory provides the scholarly basis for arguing that through stigmatizing youth, the juvenile justice system plays a part in perpetuating the behavior it is intended to ameliorate.

If diversion from the juvenile justice system is successful, the system can focus its resources on the remaining "hard core".

Available Training Resources

"Rationales for Diversion" in Diversion Project Orientation: Resource Handbook, NOSR, 1977.

Program Announcement: Diversion of Youth from the Juvenile Justice System, U.S. Department of Justice, Law Enforcement Assistance Administration, Office of Juvenile Justice and Delinquency Prevention, April, 1976.

Video Tape - available from the National Office for Social Responsibility

National or Local Consultants

OJJDP/NIJJDP/SPA Staff

Module II: Guidelines for Diversion

Articulation of the goals of OJJDP into locally relevant project objectives is the first and perhaps the most critical step assuring those goals are achieved.

OJJDP's Goals for Diversion

To reduce by a significant number, adjudication of juveniles alleged to be delinquent in selected jurisdictions over a three year period.

To achieve a more comprehensive and coordinated approach to the diversion process through redirection and expansion of existing community resources and provision of more cost-effective services.

To reduce delinquent behavior of those youth diverted by providing effective services to that portion of youth diverted who need such services.

To improve the quality and efficiency of juvenile justice decision making.

To develop and strengthen community-based service models which encourage youth employment and youth participation in decision making.

To enable the juvenile justice system, as a result of diversion of less serious offenders, to concentrate more of its resources on the juvenile offender whose offenses preclude consideration of diversion.

The program target is youth who would otherwise be adjudicated delinquent.

Available
Training
Resources

"OJJDP's Goals For Diversion" in Diversion Project Orientation: Resource Handbook, NOSR, 1977.

Program Announcement: Diversion Of Youth From The Juvenile Justice System, op cit.

Video Tape - available from NOSR

National or Local Consultants

OJJDP or SPA staff

Module III: Components of Diversion Projects

Diversion projects have to address six major areas of activity. They must:

- Direct the initiation and evaluation of their projects;
- Establish a system to provide services to youth;
- Establish a process to place and track progress of youth from diagnosis through termination;

- Remove youth from the juvenile justice system;
- Insure that the rights of juveniles are not violated at any step of the system; and
- Plan and implement steps to insure that improvements occur in communities which confirm, complement and preserve the initiatives.

The Guidance Component

Staffing

- Determine division of labor among operational units.
- Delineate rules and draft job descriptions.
- Specify job requirements.
- Develop procedures for recruitment, interviewing and hiring.
- Train and orient personnel.

Setting Objectives

- Set objectives for change or maintenance of existing situation covering all facets of proposed operations.
- Insure that objectives are specific, measurable, time-phased and realistic.
- Identify legal, financial, programmatic and political constraints to change.
- Develop methods of dealing with obstacles to change.
- Establish procedures and timetables for periodic review of objectives in light of changing conditions and emerging understandings.
- Revise original funding application to increase its utility as planning document.

Budget Considerations

- Make plans to use grant funds to leverage additional resources out of existing dollars spent on youth and coordinate those resources.
- Provide for continuation of program after termination of grant.

Evaluation

- Make data available to national and local contract evaluations.
- Incorporate evaluation's finding into reprogramming activities.
- Design project initiated evaluations, conduct interviews, collect and process data, analyze and interpret findings.
- Insure project operations permit random assignments and other features as required by the experimental design.

The Service Delivery System

Assessment of Program Needs

- Determine sizes and types of programs needed.
- Determine where programs should be located so they are accessible.
- Delineate program choices and costs.
- Survey existing community resources including all public and private service providers.
- Identify gaps in services.

Program Development

- Plan programs intended to secure immediate, if short-term, adjustment such as:

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- (a) Crisis intervention
 - (b) Interventions with police
 - (c) Interventions with schools
 - (d) Interventions with employers
 - (e) Interventions with families
 - (f) Short-term counseling
- Plan services intended to secure a longer-term, more permanent adjustment of proposed deficiencies in the skills, knowledge, perceptions, or behavior of the youth served or of those who affect them directly.
- (a) Long-term counseling
 - (b) Psychotherapy
 - (c) Physical therapy
 - (d) Behavior modification
 - (e) Job-hunting skills training
 - (f) Remedial education
 - (g) Drug and alcohol treatments
 - (h) Parent and teacher effectiveness training.
- Plan implementation of directly delivered services.
 - Develop requests for proposals for each program service that will be sub-contracted.
 - Develop criteria for selection of contractors focusing on program staff capability, serviceability of facility, and responses to RFP's.
 - Utilize OJJDP purchase of service requirements.
 - Insure that programs are non-stigmatizing in matters such as:
 - (a) avoiding the use of labels which carry or acquire adverse connotations for the youth or the organizations with which they are affiliated;

- (b) Avoiding the segregation of youth for the purpose of special treatment;
 - (c) Avoiding the organization of programs in such a way that they exist only for the purpose of helping youth with serious problems;
- Assuring that programs stress youth involvement in affairs which directly affect them;
 - Assuring voluntary participation by involving youth in activities which the youth chooses and agrees are beneficial to him;
 - Assuring that programs are pluralistic, providing for a range of activities that relate to the interests of minority as well as majority youth;
 - Providing access to jobs which support the youth's being useful and competent and belonging;
 - Modifying a youth's school program to provide for greater participation, greater interest, and increased opportunities to contribute to and derive satisfaction from, the range of activities within the school;
 - Providing opportunities to build cultural ties and skills, as in the arts or in the study and practice of the traditional ways of an ethnic group;
 - Providing opportunities to perform useful services in a neighborhood or to other youth, assuring appropriate recognitions and rewards;
 - For young women, providing access to programs such as women's coalitions which will facilitate noticing, making and practicing choices among the changing roles and opportunities of women, and might also provide role models for young women;
 - Specify criteria relevant for residential programs in matters such as:
 - (a) supervision
 - (b) house rules

- (c) client participation in house-keeping
- (d) education programming
- (e) recreation, crafts
- (f) in-housing counseling, etc.;

- Insure that residential programs provide appropriate relationships and interactions with the world outside the residence;

Contracting and Payment Process

- Develop standard contracting form specifying sources to be provided, bilateral roles and responsibilities, performance criteria, rate of payments, and improvements to be made during contract period;
- Map payment processing including verification requirements, reporting requirements, routing, signatory approvers, length of approval time; and
- Develop standard invoice and instruct program personnel in appropriate procedures.

Program Implementation

- Supply technical assistance to contractors as needed in areas such as:
 - (a) Staff training;
 - (b) Client orientation (diagnosis for treatment);
 - (c) Contract programming with clients;
 - (d) Behavior management in a crisis situation;
 - (e) Recreation and vocational programming;
 - (f) Liaison with families;
 - (g) Termination;
 - (h) Fiscal processing;

- (i) Personnel policies; and
- (j) Budget management.

- Develop operations manuals.
- Train project personnel to deliver technical assistance.

Monitoring and Recontracting Cycle

- Develop procedures for regular monitoring and evaluation of programs.
- Establish procedures for annual contract review and recontracting with specified improvements incorporated.
- Continue on-going technical assistance and program development.

Case Management

Assure per child accountability.

Develop proper placement and treatment plan addressing matters such as:

- appropriate degree of control over client;
- residential or non-residential placement;
- cost of treatment plan;
- youth participation and voluntary acceptance of placement.

Insure proper tracking and adjustment of treatment plan periodically advancing youth to less restrictive and more practically oriented programs.

Provide criteria and procedures for timely termination of youth from services.

Removing Youth from Juvenile Justice System

Assessment

- Quantify youth at various points of the JJS.
- Describe rules, practices and procedures by which youth are presently handled by JJS.

Preparing Definitions and Procedures for Removal of Youth from JJS

- Prepare legal and diagnostic definition of youth eligible for diversion.
- Insure that definitions of eligibility focus attention on youth at greatest risk of further penetration of JJS.
- Insure that definitions indicate youth that are inappropriate for diversion because of danger to themselves or community.
- Specify points for diversion.
- Develop schedules for removal of youth from JJS.
- Develop specific and highly detailed procedures for referral from each point.
- Establish and implement periodic review of definitions and procedures to make appropriate adjustments in light of changing conditions and evaluations' findings.
- Insure that youth are fully informed of the nature of alternative programs they are being offered, length of time of required participation, the method, the alternative program will use to determine success or failure and of any negative consequences which might befall candidate from failure in or failure to complete the program.
- Insure provision of limited shelter care services for runaways and other troubled youth who cannot be placed in their own homes or foster homes.

- Develop standards for short-term care including deadlines for placements in permanent arrangements.
- Establish system of monitoring and case review to insure that appropriate diversions are being made and that objectives are being met.

Protecting Legal Rights

Insure that priority consideration is given to the individual's definitions of his own needs as determined in consultation with disinterested legal and non-legal representatives.

Insure provision of minimum due process procedures at all points in processing and treatment.

Insure the protection of the privilege against self-incrimination, guaranteeing that admission of guilt or culpability is not required as a precondition of diversion.

Insure that youth have opportunities for formal and informal hearings before actions are taken against them.

Guarantee appropriate legal advocacy on behalf of individuals.

Provide materials, booklets and training sessions that inform affected youth of their rights at different points of the process.

Educate parents of their rights and their children's rights to request hearing and other available procedures.

Encourage community-wide efforts to expand and educate citizens about youth rights.

Pervasive
Community
Change

Increase community tolerance and understanding of contemporary youth behavior.

Increase community and agency support for the direction of the initiatives.

Plan and implement a community education process including publication of project goals and rationales, use of media and providing forums for youth to express their needs, experiences and perspectives.

Involve key decision-makers from the outset in significant and meaningful decisions as to the planning, implementation and evaluation of the projects.

Select and address specific areas of concern including:

- Changing administrative procedures for processing juveniles at police and court levels;
- Changing administrative procedures in organizations with authority to refer juveniles to the court;
- Modifying statutes, regulations or policies which define delinquent behavior and prescribe standards for the response to that behavior; and
- Modifying school programs designed to reduce truancy.

Available
Training
Resources

The Components of Diversion Projects in Diversion Project Orientation: Resource Handbook, NOSR

National Consultants

Module IV: Evaluating Diversion Projects

Evaluation of diversion projects draws its content from the OJJDP's goals for diversion. Properly executed and clearly understood by the staff of diversion projects, it can contribute greatly to the eventual quality and effectiveness of programming.

The evaluation has three central components:

- Impact on Youth;
- Impact on the Juvenile Justice System; and
- Process Analysis.

Impact on Youth

Evaluation of diversion projects' impact on youth is based on the organization of the goals, arguments, and concepts into a theoretical model about delinquency which draws its scholarly precedents from labeling theory, strain theory, and control theory. The model argues that delinquency is the result of weak or attenuated bonds to conventional society:

- internal bonds including attitudes and perceptions about relationships with conventional social groups and institutions.
- external bonds involving integration into conventional roles.

Attenuation of bonds to conventional society results from failure of early socialization processes or through being classified as a failure in conventional social institutions.

This theory establishes criteria for evaluation of impact on youth not only in recidivism and delinquency rates, but also in the extent to which the youth are integrated into society.

This evaluation executes an experimental design including random assignment of eligible youth to diversion with services, diversion without services, and traditional juvenile justice processing.

It includes pre-test, post-test, and follow-up surveys of all three groups.

This design provides the most powerful evaluation of the impact of diversion on youth.

Impact on the Juvenile Justice System

This evaluation determines whether diversion is operationalized as an alternative to screening or to penetration of youth into the juvenile justice system.

In this design, diversion is operationalized as reducing penetration or maintenance probabilities.

It incorporates data from the juvenile justice system on how youth are processed.

A final analysis of impact on the juvenile justice system includes determining relative costs associated with diversion with services, diversion without services, and traditional processing.

Process Analysis

The purpose of this analysis is to provide complete descriptions of the characteristics of successful and unsuccessful programs.

It involves three components:

- General System Description;
- Service Description; and
- Inter-Agency Relationships.

The system description includes:

- local project history;
- local project goals;
- project's staff qualifications;
- statutes, policies, procedures, and practices of the local juvenile justice system;
- characteristics of brokered service providing agencies; and
- characteristics of the client population.

The Service Description includes:

- content of services;
- relationship of services to the objectives or strategy;
- how frequently services are provided;
- how long services are provided;
- perceptions of the provider and recipient about services; and
- conformity of services provided to the theoretical model for impact on youth.

Inter-Agency Relations includes:

- level of trust between the project, the juvenile justice system, brokered services providers;
- level of interdependence;

- level of cooperation; and
- level of satisfaction

Available Training Resources

Evaluation of Diversion Projects in Diversion Project Orientation: Resource Handbook, NOSR

Video Tape - available from NOSR

OJJDP Diversion Evaluation Contractor

Module V: The Local Diversion Project

Most importantly, staff of diversion projects need to understand fully how their project operationalized OJJDP's goals for diversion, their own role, and the project's policies and regulations. This includes:

- General administrative and personnel policies and regulations;
- The project's design and local objectives;
- The organization of the staff;
- Individual roles;
- Management's planning and management procedures; and
- The workplan.

Available Training Resources

The Project's Proposal

The Project's Workplan

The Project Director

Administrators of the Grantee Agency

Limits of the Curriculum

This curriculum is not intended exhaustively to explicate all of the subjects mentioned nor to be exhaustive of subjects that may be included in orientation programs. It is a planning tool to be used as the core about which specific diversion orientation programs may be designed.

The next chapter provides an example of the process through which these materials may be used and what the product may look like.

DESIGNING AN ORIENTATION PROGRAM

The first stage in planning a diversion orientation program is to assess the needs.

Assessing the Needs

This is accomplished in three steps:

- Select appropriate terms of the Typology of Measurable Objectives and state each element of the curriculum's content as a desired level of accomplishment. This step, in effect, treats all elements of content as POSSIBLE MEASURABLE OBJECTIVES.
- Use appropriate assessment methods and tools to ascertain to what degree the diversion project's staff can already perform up to the desired levels of accomplishment. This can best be accomplished through use of MULTIPLE ASSESSMENT PROCEDURES. Review of project documents, interviews with project monitors, interviews with grantee agency staff, and personal assessments obtained from staff through interviews or questionnaires, should preferably all be used. Of course, since orientation is a management function, the PROJECT DIRECTOR SHOULD BE INTIMATELY INVOLVED IN THIS PROCESS.

- Evaluate the results of the assessments by comparing them against the statements of possible measurable objectives. All possible measurable objectives not already met, become MEASURABLE OBJECTIVES FOR ORIENTATION.

Selecting an Appropriate Training Process

Since orientation is a management function, it should incorporate the management's style. This is to say that the objective of orientation "to initiate the best possible management process" takes the Project Director's management style as a given.

Management Style and Training

There are a variety of typologies and technologies available for description and assessment of management style. Central to most of them are dimensions relating to FORMAL ORGANIZATION and HUMAN INTERACTIONAL PERSPECTIVES. These same basic dimensions are mirrored in training approaches varying on the extremes, from sensitivity groups to military basic training. Selection of an appropriate training process should be based on assessment of management's style.

The Training Approach Trainers can build appropriate degrees of formality, authority, group processing of information, structure, intensity, tempo, etc. into training programs. However, to best assure the Director's management style is perpetuated by the training, he or she should be involved in the activity actively.

Adult Learning

One caveat to the above is that the training process should incorporate an appro-

priate ADULT LEARNING MODEL. Our perspective holds to the belief that mature adults learn best when they clearly understand what is expected of them in the learning situation. SHARING THE OBJECTIVES of training with them makes their cooperative engagement with the trainers in pursuit of those objectives possible.

Selecting Training Resources

Individual training resources should be assessed in accordance with their compatibility to the objectives, appropriate breadth and depth of information, clarity, ease of use, accessibility, and cost. Selection of the set to be used should be performed to cover the required content comprehensively and achieve a synergetic organization of material.

Synergy

We mentioned earlier that the selection of training resources should not be based solely on the individual quality of each. Their relationship to each other is also important. Synergy refers to the idea that the PROPER ORGANIZATION of individual pieces can establish a STRUCTURE STRONGER THAN ANY OF THE PARTS. Rather than a linear organization of things in which the chain is only as strong as its weakest link, synergetic organization is built upon FUNCTIONAL REDUNDANCY where each part is supported by many others and, in turn, does not have to support any part of the whole by itself. Building in interdependence among the training resources used is apt to work better than a collection of parts that are individually superior but do not support each other.

Multiple Media

The use of multiple media - written material, video tapes, lectures, panels, small group discussions - can be organized synergetically and also makes training programs more interesting.

Preparing Training Agendas

Training agendas are DESCRIPTIONS OF ACTIVITIES TO BE PERFORMED ACCORDING TO A SCHEDULE. The methodology used in this training manual implies two kinds of training activities:

- Delivery of Content; and
- Assessment and Evaluation of whether the measurable objectives of the training are accomplished.

Delivery of Content

By in large, selection of training resources dictates the method of delivery. To begin preparing a training agenda, simply write the name of each resource on a 3 x 5 notecard. The next step is to order them.

Order of Delivery of Content

A few simple rules should be followed in properly sequencing the delivery of content:

- Proceed from more general to more specific content;
- Maintain the flow of a logical presentation;
- Make sure most important content is presented early on so time is available for reinforcing it;
- Vary media frequently to keep things interesting.

Assessment and Evaluation Activities

Each of the measurable objectives of a training program gives rise to a related assessment and evaluation activity.

It is important to note that all of these activities also serve the equally important purpose of the trainees PRACTISING WITH THE CONTENT. Some of the assessments and evaluation situations are, in fact, usually thought of primarily as serving those purposes. For example, when assessment requires the group to develop some product to be evaluated, it frequently is called a workshop and evaluation of the product is viewed as a secondary matter.

Order of Assessments

Give names to each of the assessment and evaluation activities, write them on 3 x 5 notecards, and insert them between the content cards, so that each appears after the content to which it relates. The exception to this is any pre-test that may be included which should appear first of all. When this is done, reexamine the sequence of the whole program to assure the rationality of it has not been disturbed. Adjust as seems to be required.

Scheduling the Agenda

- Estimate how much time is required for each session.
- Add on to the front of the sequence two brief sessions entitled "Welcome" and "Explanation of the Agenda and Objectives" and one called "Celebration" at the end.
- Schedule a 15 minute break for coffee in mid-morning and afternoon.

- Schedule a one-hour break for lunch.
- Press the remaining sessions into the times bracketed by the breaks.
- Adjust everything as needed to squeeze things into the time budget.

An Example

As an example, we present the following set of measurable objectives and an agenda of a conference intended to accomplish them.

Sample Objectives

The objectives are that by the end of the orientation:

- Each person will recognize the main historical precedents of OJJDP/LEAA's diversion initiative;
- Each person will accurately translate the main arguments for diversion into locally useful language;
- Each person will apply OJJDP's goals for diversion in analysis of the project's objectives;
- The project will implement a review of the project's plan assuring each of OJJDP's goals are reflected in its objectives;
- Each person will recite the essential parts of the main components of diversion programs from memory;

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- The project will implement a review of the project's design and plan, assuring all of the activities needing to be addressed by each program component are reflected in their planning.
- Each person will recognize the main ideas included in evaluation of diversion programs impact on youth, apply the main ideas included in evaluation of impact on the juvenile justice system through analysis, and recite the main parts of process evaluation of diversion programs;
- Each person will apply general administrative and personnel policies and regulations articulated by the project;
- The group will share expectations about roles;
- The project will implement management's planning and management procedures; and
- Finally, each person will attend and respond to all the content.

Diversion
Orientation
Agenda

DAY ONE

	PREPATORY ASSIGNMENTS	
9:00 - 9:15 A.M.	"BEFORES"	
9:15 - 9:45 A.M.	INTRODUCTION	Mike Whitaker/CDC/CSSA
	WELCOME	Bill Hackett/CDC/CSSA
	OBJECTIVES AND AGENDA	Keith Boggs/NOSR
9:45 - 10:00 A.M.	POLICIES AND PROCEDURES	Bill Hackett
10:00 - 10:30 A.M.	RATIONALES FOR DIVERSION	Keith Boggs
10:30 - 10:45 A.M.	COFFEE	
10:45 - 11:30 A.M.	RATIONALES CONTINUED	Video Tape
11:30 - 12:00 P.M.	OJJDP's DIVERSION GOALS	Linda O'Neal/SPA
12:00 - 1:00 P.M.	LUNCH	
1:00 - 1:45 P.M.	QUESTIONS AND ANSWERS	
1:45 - 3:00 P.M.	DIVERSION PROGRAM COMPONENTS	Keith Boggs
3:00 - 3:15 P.M.	COFFEE	
3:15 - 4:00 P.M.	EVALUATION OF DIVERSION PROJECTS	Video Tape
4:00 - 4:45 P.M.	QUESTIONS AND ANSWERS - GROUP DISCUSSION	
4:45 - 5:00 P.M.	"AFTERS" FOR TODAY	

DAY TWO

9:00 - 9:30 A.M.	YESTERDAYS "AFTERS" REVIEW AND CLARIFICATION	Keith Boggs
9:30 - 10:30 A.M.	OUR PROJECT	Mike Whitaker
10:30 - 10:45 A.M.	COFFEE	
10:45 - 11:15 A.M.	OUR ORGANIZATION	Mike Whitaker
11:15 - 12:00 P.M.	PROJECT CRITIQUE: OUR STRENGTHS AND WEAKNESSES	
12:00 - 1:00 P.M.	LUNCH	
1:00 - 2:30 P.M.	STRENGTHENING OUR PROJECT'S PLAN	
	GROUP ASSIGNMENTS	
2:30 - 3:15 P.M.	INTEGRATING - GROUP REPORTS	
3:15 - 3:30 P.M.	COFFEE	
3:30 - 4:00 P.M.	REVIEW	Keith Boggs
4:00 - 4:15 P.M.	FURTHER TRAINING NEEDS	
4:15 - 4:45 P.M.	"AFTERS"	
4:45 - 5:00 P.M.	CELEBRATION	

Assessment and Evaluation of the Conference

The purpose of all these procedures is to assess and evaluate the orientation program, not individuals.

Prior to the conference, the Project Director, relevant personnel of the grantee agency, the SPA, and OJJDP will use a checklist on which all of the content of the curriculum can be scored according to their judgments of the level of performance the staff are individually and collectively able to accomplish right then. This checklist uses the terms of the Typology of Measurable Objectives. The persons' judgments are based on their knowledge of project documents and prior observations.

These data are the primary inputs to needs assessment from which measurable objectives for orientation will be derived. They will also be important as pre-test data.

Also before this conference begins, an assignment will be given to each participant to read OJJDP's Program Announcement: Diversion of Youth from the Juvenile Justice System, their project's proposal, and its workplan. They will be asked to write a brief report - no more than two typed pages - analyzing the project's strengths and weaknesses in accordance with OJJDP's guidelines. This essay will contribute information to the needs assessment process and also serve as pre-test data.

Obviously, this is a case where the assessment process and the orientation process mingle. Reading the guidelines beforehand gives the staff a "hand up" creating a more stringent test of the usefulness of the orientation materials to be presented during the conference itself.

At the beginning of the conference, a pre-test will be given in the form of a

brief questionnaire. In the agenda, it is called "Befores". The questionnaire includes both multiple-choice and essay questions. They provide assessments relative to each of the orientation program's measurable objectives that deal with the behavior of persons. In other situations, where time permits, a similar questionnaire may even be administered to staff as part of the needs assessment.

At the end of the first day, the same questionnaire will be administered again. It is "Afters for Today". It provides a first post-test that can be looked at overnight so content presented during the first day that appears to need reinforcement or clarification can be identified and appropriate remedial presentations made the next morning.

The last post-test called "Afters", administered at the end of the second day, will be prepared overnight between the first and second day and include only those items from the questionnaire relating to matters that were found to need additional coverage. When this test is given, the participants will also be asked to write another essay like the one they wrote in preparation for the conference.

A final brief questionnaire will be administered that asks the participants session by session what they liked and didn't like, what was helpful and what was not, and overall, how they subjectively evaluate the conference.

During the two days, there are also five sessions where opportunities will exist for observations of the participants' pertinent behavior. Two sessions on the first day, both called "Questions and Answers - Group Discussions" will be facilitated by the trainers to encourage each participant to be expressive of and responsive to the content that has been delivered. The trainers will have checklists on hand on which to keep records of participants' verbal behavior that relates to the orientation objectives.

On the second day, three such opportunities for observations exist. During "Project Critique: Our Strengths and Weaknesses, Strengthening Our Project's Plan-Group Assignments, and Integrating-Group Reports", trainers will keep observer's records. In these cases, they will especially be related to group sharing of role expectations and organizational procedural and role behavior. These sessions also are anticipated to provide written products that can be assessed themselves according to the objectives.

Subsequent to the conference, the trainers will meet and review the assessment products. Individually, they will make judgments of the degree to which the essays and other written products reflect the appropriate content and then, discuss them as a group. All these data will be tabulated and published in a report reviewed first by the Project Director and then distributed to all relevant OJJDP, SPA, grantee agency, and project staff who can make their own judgments. All five of the question and answer and group discussion sessions will be tape recorded establishing the possibility of an entirely independent evaluation to be made with all the same data used by the trainers, even the raw material for observations.

These assessment and evaluation procedures are comprehensive, but they take up only one hour of the conference's time. The observations, if discreetly performed, should not intrude into the training events noticeably. This is best facilitated by the trainers pretty much continuously taking notes throughout the conference. Thus, when they use their observer report forms, the writing won't be unusual activity attracting the special attention of the participants. Doing this is just good role behavior anyway and largely, that's what training is all about. The trainer is a role model.